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Country cooperation frameworks and related matters

Extension of the first country cooperation framework for El Salvador

Note by the Administrator

Period of extension:
1 January 2000 to 31 December 2001

I. Background and justification

1. The first country cooperation framework (CCF) for El Salvador was approved by the Executive Board at its third regular session 1997 for a period of two years. The preparation of the CCF, involving consultations with the Government, United Nations organizations and donors, took into account the country's social, economic and political situation and perspectives, as well as national policies, plans and programmes, and technical-cooperation needs.

2. The structure of El Salvador's economy has been characterized by growth rates of 3 per cent (1996-1998) and fragile macroeconomic stability. The country still faces an important challenge in terms of human development, which includes 45 per cent of the population living below the poverty line (1998), insufficient access to basic services, and difficulties in generating enough employment opportunities. Important issues have emerged, such as the increased violence and criminality that the country is experiencing and the economic, social and environmental effects of hurricane Mitch which hit Central America in October 1998, subsequently affecting the country's economic performance.

3. The President, elected in March 1999, took office in June 1999. The new administration has adopted La Nueva Alianza (The New Alliance) as its Government programme, which comprises four components: employment, solidarity, security and the future. The Government aims to concentrate its efforts in

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combating poverty. However, it is necessary to establish specific goals with regard to poverty reduction.

4. The UNDP country office has agreed, with the United Nations organizations present in the country, to harmonize programming cycles beginning in 2002, since most of them finalize their current programming cycle in 2001. For these reasons, a CCF cannot as yet be prepared.

II. Objectives

A. Objectives, achievements and expected results

5. The national objectives supported by UNDP through the current CCF relate to three programme areas: (a) consolidation of democratic governance; (b) overcoming poverty; and (c) regenerating and protecting the environment. Gender equality is a cross-cutting issue and specific initiatives have been carried out and mentioned separately from these areas.

Democratic governance

6. UNDP assistance aims to ensure an effective state of law in accordance with the mandate of the 1992 peace agreement between the Government and the Farabundo Marti para la Liberación National (FMLN), ending a 12-year conflict, the responsibilities derived from the peace process, and the reform and modernization of the public sector. The objectives in this area include: (a) reform of the administration of justice; (b) consolidation of public-security institutions; (c) strengthening of institutions and instruments that promote and protect human rights; and (d) assisting in the design and implementation of public-sector modernization policies.

7. Results achieved to date with regard to democratic governance include: the strengthening of the Ombudsperson Office and the Judiciary to improve their administrative capacity and their relationship with civil society; support to civil society to improve citizen participation in the elections held in 1997 and 1999; support to the National Registry for Citizens in initiating activities; and support to the Judiciary Training School to develop curricula and training plans.

8. For 2000-2001, cooperation with the previously mentioned institutions will continue, particularly with regard to designing and setting up policies that guarantee an efficient public-security system, an adequate human-rights protection system and mechanisms to monitor its performance. In addition, the Violence in a Society in Transition programme, which aims to strengthen national capacities to prevent different expressions of violence through public policies, programmes and training, will continue its implementation during 2000-2001.

Poverty eradication

9. UNDP seeks to contribute to local development, to the creation of opportunities for the poor and to social equity. Objectives in this area include: (a) the design of anti-poverty policies and plans; (b) improving instruments to plan, monitor and evaluate poverty-eradication initiatives; (c) the strengthening of

mechanisms for local development; and (d) the design and implementation of programmes/projects to improve the coverage and quality of basic social services.

10. Achievements in the area of poverty are related to local-development processes supported by UNDP, focusing on strengthening institutional capacity and sustainable development with a participatory approach, and on the promotion of dialogue between the State, civil-society organizations (CSOs) and the private sector. This contributed to the adoption of the national strategy for local development, the creation of the National Council for Sustainable Development, and the approval of a law that assigns 6 per cent of the national budget to local governments. UNDP has also contributed to the formulation of a rural development strategy, and a national reconstruction and transformation plan (post-hurricane Mitch). National human development reports and poverty studies have been carried out and widely disseminated. Support has been provided to the implementation of projects to increase coverage and improve quality in the education sector.

11. The expected results of the extension period include promoting consensus building between the State, CSOs and the private sector for the adoption of the above-mentioned proposals as well as a still-to-be-prepared national strategy on poverty. Support will also be provided to the micro and small enterprises through the development of clusters with a productive integration approach to promote economic development at the local level. Regarding poverty and gender, UNDP has coordinated the formulation of a project for the empowerment of young women, presented for funding to the United Nations Fund for International Partnerships (UNFIP), by the United Nations Interagency Gender Group formed by the Gender Focal Points system of United Nations organizations present in El Salvador.

Environment

12. UNDP supports the development of the legal framework to protect the environment, by updating and implementing the national strategy for the environment, by strengthening environmental management and institutions at the local level. It also helps the Government to comply with the regulations deriving from its commitments to international conventions.

13. The main results in this area include the promotion of consensus-building for the creation of the Ministry of Environment and Natural Resources, and the formulation and approval of the law of environmental protection and its corresponding rules of procedures. The national strategy on biodiversity and the strategy on climate change have also been formulated and are in the process of implementation with UNDP support.

14. The expected results of the extension period include the establishment of a new unit responsible for climate-change issues within the Ministry of Environment and of structures to broaden the participation of CSOs and private-sector and academic institutions in government decision-making in this area. Partnerships with bilateral and multilateral donors will be enhanced. Initiatives, such as small grants for community groups and non-governmental organizations (NGOs), as well as for a tri-national project (comprising El Salvador, Honduras and Guatemala) for the Trifinio area, are being identified for funding from the Global Environment Facility (GEF) in partnership with other donors.

Gender equality and the advancement of women

15. As a result of the Beijing Conference and with UNDP support, the National Institute for the Development of Salvadoran Women was created and a national policy for women was formulated with CSO participation and adopted since 1997. There is broader acceptance of the gender perspective as a cross-cutting issue in public institutions, with some ministries setting up gender units or commissions. Furthermore, the NGO Las Dignas, through a UNIFEM project, has promoted the participation of women in the planning processes at the municipal level and in municipal councils. The creation of an association of women in municipal councils, promoted by this project, represents an important achievement.

16. For 2000-2001, the programme will support the project to establish a database with the aim of setting up a system of indicators that will help to monitor the advancements achieved under the national policy for women.

B. Intended actions for the extension period of the next CCF

17. The country review is scheduled to take place during the second semester of 2000 to analyse the progress of the CCF and to adjust to new priorities, some of which have already been included as part of the programming initiatives. This review will involve government institutions, project/programme personnel, CSOs, United Nations organizations, bilateral donors and IFIs.

18. The common country assessment and the United Nations Development Assistance Framework exercises are also to be carried out jointly with United Nations organizations in El Salvador during 2000. Together with the country review, these will provide the necessary inputs for the formulation of the new CCF in 2001.

C. CCF extension and harmonization of programming cycles

19. Agreement has been reached with the United Nations organizations in El Salvador to harmonize programming cycles beginning in 2002, since most of them (United Nations Children's Fund, United Nations Population Fund, Food and Agriculture Organization of the United Nations, World Health Organization, Pan American Health Organization) will end their cycles in 2001. The Executive Board of the World Food Programme (WFP) has approved the country programme for 1998 to 2002. There is a gradual phasing out in which WFP is withdrawing from some departments.

20. Inter-agency thematic discussions, coordination and implementation of joint initiatives on, for example, gender, human rights, and emergency relief, have resulted in the adoption of a common position regarding the cooperation to be provided on these themes. The CCF extension period will enable UNDP to enhance substantive dialogue and the joint implementation of other initiatives with the United Nations organizations in El Salvador which will constitute important experiences and inputs that will greatly contribute to achieving full harmonization of programming cycles in 2002.

III. Recommendations

21. The administrator recommends that the Executive Board approve the extension of the first country cooperation for El Salvador for a period of two years from 1 January 2000 to 31 December 2001.

Annex

Resource mobilization target table for El Salvador (2000-2001)

Source	Amount (In thousands of United States dollars)	Comments
UNDP regular resources		
Estimated carry-over	116	Includes AOS. To be revised when final AOS deficit determined.
TRAC 1.1.1	581	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
TRAC 1.1.3	132	
SPPD/STS	130	
Subtotal	**959***	
UNDP other resources		
Government cost-sharing	35 000	Including funds from World Bank and Inter-American Development Bank loans
Sustainable development funds		
GEF	200	
Third-party cost-sharing	3 350	
	of which:	
Violence in Transition Society	3 000	
Human Development Report	200	
Governance, Civil Society Initiative	150	
Funds, trust funds and other	2 856	
	of which:	
Trust Fund "Peacekeeping Activities"	550	
Turner Fund	2 000	
Japanese Fund for Women in Development	156	
UNIFEM	150	
Subtotal	**41 406**	
Grand total	**42 365***	

* Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: AOS = administrative and operational services; GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; UNIFEM = United Nations Development Fund for Women.